By Cary

#. J.R. No. 3

LOUSE
A JOINT RESOLUTION

proposing a constitutional amendment repealing Sections 42, 46, and 48 of Article III, Sections 3a and 7 of Article VII, Section 12 of Article VIII, Section 3 of Article IX, Sections 1, ...

5, 3, 4, 5, 6, 7, and 8 of Article X, Section 10 of Article XI, Sections 2, ...

2, 3, 4, 5, 6, and 7 of Article XII, Sections 1, 2, 3, 4, 5, 6, and 7 of Article XIII, Sections 2, 3, 4, 5, 6, and 7 of Article XIII, Sections 2, 3, 4, 5, 6, 7, and 8 of Article XIV, Sections 3, 4, 7, 13, 29, 32, 34, 35, 36, 38, 42, 45, 46, 54, 55, 57, 58, and 60 of Article XVI.

BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF TEXAS:

be repealed, Sec. 2. The foregoing constitutional amendment shall be submitted to a vote of the qualified electors of this state at an election to be held on the first Tuesday after the first Monday in November, 1970, at which election the ballots shall be printed to provide for voting for or against the proposition: "The constitutional amendment to repeal the obsolete, superfluous and

unnecessary sections of the Constitution."

## FORM B

(For favorable reports on bills where committee amendments other than "committee substitutes" are recommended; and for resolutions where committee amendments, including complete substitutes, are recommended.)

COMMITTEE REPORT

3/25/19

	Date $3/23/6/$
HON. G. F. (GUS) MUTSCHER	, ,
Speaker of the House of Representatives.	
Sir: We, your Committee on CONST. AMENI	), to whom was
referred HJR No. 3	, have had the same under consideration
and beg to report back with recommendation that it do pass, as	aniended, and be printed
(In the case of simple and concurrent resolutions the words land be pl	Chairman.

printed in the Journal when they are fir 1 introduced.

The word "not" should be inserted before "printed" only in case of a local bill reported favorably with amendments and ordered not printed, which is customary for local bills.)

H.J.R. 3 Committee on Constitutional Amendments Cory

# Background information:

This resolution is a result of a Legislative study to the 57th Legislature recommending changes in the Constitution. Its general aim is to eliminate many of the unnecessary sections. The reasons behind each section's proposed elimination will be explained below.

## Purpose of the Resolution:

H.J.R. 3 eliminates much of the deadwood from the Constitution.

## Section by section analysis:

Section 1: The following sections are eliminated.

## Art. III:

Section 42: Giving the Legislature the power to enact laws necessary to carry into effect the Constitution.

It is felt this section is superfluous, for it is contained within the grant of Legislative power to the State.

Section 46: Instructing the Legislature to enact Vagrant laws.

These have already been enacted, so this is obsolete.

Section 48: Places restrictions on the purposes for which it is permissible for the Legislature to levy taxes.

This section appears only to limit the purposes for which the Legislature may levy taxes. But the purpose of the framers of this section appears to have been to limit the purposes for which the Legislature may appropriate taxes after they have been levied. This section now serves no purpose not otherwise done by Art. VIII, Sect. 3.

#### Art. VII:

Section 3a: Concerning the formation of districts, bonds, levying of taxes authorized, and election of trustees for school districts.

This section is the result of a Supreme Court decision holding that previously created county-line school districts were unconstitutional. The amendment adding Sect. 3a has served its purpose and is no longer needed.

Section 7: Provides for separate schools for the white and colored children, and impartial provision for both.

Since the separation provision has been declared unconstitutional, this section, even though it provides for an educational guarantee for colored choldren which is still valid, in now superfluous, since the lith Amendment to the U.S. Constitution provides abundant security.

#### Art. VIII:

Section 12: Concerns 'unorganized counties'. Since no such territory exists, this is unnecessary.

#### Art. IX:

Section 3: Provides for County home rule charters.
Because of its poor draftsmanship, vagueness, and
irreconcilable conflict of some of its provisions with other,
more specific provisions of the Constitution, the Attorney
General of Texas in 1948 declared it unconstitutional.
Whatever the theoretical merits of 'home rule', this section
does not provide it, and it seems there are no actual pressures
or manifested desires for such in Texas. Thus it is no
longer needed.

Art X:

Section 1: Concerning the construction and operation of railroads and connections.

All purposes originally served by this section are now otherwise more efficiently served by otherwise constitutionally permissible statutory and regulatory forces.

Section 2: Declaring railroads public highways and railroad companies common carriers, regulating tariffs, correcting abuses and preventing discrimination and extortion.

The parts of this section are either obsolete legal

concepts or are not constitutionally necessary.

Section 3: Providing that railroads have offices in State,

that annual meetings be held, and for annual reports.

This section no longer serves any purposes not otherwise constitutionally permissible or not otherwise more adequately served and cannot have any effect contrary to applicable Federal law on the matters covered by this section.

Designating rolling stock and other movable Section 4:

property belonging to railroads as personal property.

This seems to have been designed to remove doubts as to the nature of railroad property, but these doubts have long since been removed and are not applicable today.

Section 5: Concerning the consolidation, lease or purchase of railroads, and control of parallel or competing lines.

This section seems to have been motivated by fear of the economic power of big corporations and is no longer expressive of modern views as to the best manner of protecting public utility patrons from exploitation and is, for all practical purposes, obsolete.

Section 6: Concerning consolidation with a foreign company, meaning one under the laws of another state or of the United States.

Such matters are now under the Federal Interstate Commerce Commission, and thus this section has no effect.

Section 7: Requiring that consent of local officials be obtained before construction of a street railroad within a city.

This matter is now adequately covered by general statute. and its deletion would not appreciably create any risk of actual occurrence of the feared evils.

Section 8: Concerning acceptance of the provisions of the Constitution by existing companies at the time the Constitution was written.

This no longer applies.

## Art. XI:

Section 10: Concerning the constitution of any city or town as an independent school district and the maintenance of

All of the matters covered by this section are now covered more fully by Art. VII, Sect. 3.

#### Art. XII:

Section 1: No private corporation shall be created except by general laws.

In light of the all embracive language of Art III, Sect. 56 the need for this section no longer exists.

Section 2: Requiring enactment of general laws creating private corporations and providing protection of the public and of the individual stockholders.

This section does not enable the Legislature to do anything it otherwise could not do and its mandate has been complied its mandate has been complied with.

Page 3. H.J.R. 3, Cont.

Section 3: Gives the Legislature the right to authorize

and regulate freights, tolls, wharfage, or fares.

The intended purposes of this section are fully accomplished by the last clause of Art. I, Sect 17, and even in the absence of such clause, the fears which originally motivated this section have now been dispelled by judicial decisions.

Section 4: Concerning unauthorized collection of charges, and prevention and punishment.

There is no actual necessity of or purpose affirmatively to be served by having this section in the Constitution.

Section 5: All laws granting the right to demand and collect freights, fares, tolls or wharfage, shall at all times be subject to amendment, modification or repeal by the Legislature.

For all practical purposes, this section is merely a repetition of Sect. 3 of this Art. and the last clause of

Art XVII, Sect 17.

Section 6: Concerning consideration for stock or bonds and fictitious increase.

This section attempts in a few, somewhat ill chosen words to deal definitively with a large subject which has many facets. This "stock watering" problem can best be--and now is--treated by specific legislation.

Section 7: Providing that existing rights not be affected by this Article.

This section does not add anything that was not already inherent in the Federal Constitution and serves no purpose that is not otherwise served.

#### Art XIII:

Stating that any fines, penalties, for-Section 1: feitures, and escheats accrued by the State before adoption of this Constitution shall also be accrued under this Constitution; requiring the Legislature to provide for escheats; and providing that the State's rights of forfeiture shall ipso facto enure to the protection of the innocent holders of junior titles.

The first and second clauses of this section no longer perform any affirmative function or serve any present purpose. The last clause does not declare any law that otherwise would

not be.

Section 2: Concerning claims of title or right not duly recorded.

Concerning non-payment of taxes.

Section 3: Section 4: Section 4: Concerning claims not duly recorded not to be recorded, etc., and use as evidence, and presumptions.

The purpose of these sections was, simply by declaration or ipse dixit to such effect, to destroy certain land titles emanating from sovereigns prior to the success of the Texas revolution against Mexico, unless such titles had been and were then evidenced as expressed in these sections. Such effect was fully accomplished at the time of their adoption but did not thereafter and do not now have any further force or effect.

Section 5: Concerning claims, etc., declared void by the Constitution of the Republic.

There is no actual purpose to be served by continuing this provision is this Constitution.

Concerning the forgery of land titles. It is not necessary that such a provision be in the Constitution in order to enable the Legislature to enact such type laws. Furthermore, the Legislature has complied with this "mandate" of this section by enacting what are now Articles 1006-1011 of the Penal Code.

Section 7: Sections 2-5 do not affect releases of the claimants of head-rights of colonists from conditions of grants.
This is now only of historical interest.

Section 1: Creating a General Land Office. Now that a General Land Office has in fact been established there is no further actual vitality to this provision.

Section 2: Concerning revival of unsatisfied land certificates; survey and return of certificates.

Since unsatisfied land certificates had to be surveyed and returned to the General Land Office within 5 years, this part became obsolete in 1881. And since all certificates issued thereafter had to be located within 5 years, this has no effect, since none have been issued since 1900.

Section 3: and 5: Concerning grants to railroads and forfeiture of lands granted to railroads.

The statutory law providing for such grants was repealed in 1882, since there was no more unappropriated public land. Also, the anti-mortmain policy inherent in the second condition of Sec. 3 and in Sec. 5 is now better expressed and better implemented in more specific legislative enactment applicable alike to all corporations.

Section 4 and 6: Restricting sales to actual settlers only in lots no greater than 160 acres; concerning donations to heads of families and to single men.

In 1898, it was established that there no longer was any unappropriated land subject to sale under the provisions of these two sections. Thus they are obsolete.

Section 7: Releases to the owner of property all mines and minerals thereon, subject to taxation as other property. This section was only operative as of the time of its adoption. It operated only to release, in 1876, such minerals as were on land theretofore granted by the State and then owned by others. It fully spent its force the moment of its adoption.

Section 8: Extension of time for complying with law for persons owning grants emanating from Spanish and Mexican grants which lie between the Nueces and Rio Grande Rivers.

This became obsolete in 1880, the date of the extension.

Section 3: Requiring discharge of fines and costs by manual labor by persons convicted of misdemeanors and committed to county jails.

This section is unnecessary to the validity of

legislation and also has been held not to be a limitation upon legislative power to require manual labor of other than just those who are committed to jail in default of fines.

Section 7: Stating the Legislature shall have no power to issue money.

This is clearly covered by the Federal Constitution.

Section 13: Empowering the legislature to pass laws to decide differences by arbitration, when the parties elect that method of trial.

Permissive arbitration has been long recognized in the common law, and statutes have been enacted by Congress. Also the phrase "when the parties shall elect that method of trial" was intended to prohibit compulsory arbitration, but it is effictively covered by other provisions of the Texas and Federal Constitutions and is superfluous.

Page 5.

Section 29: Providing for defining and punishing barratry. Since the  $\rm L_0$ gislature has the power to define and provide for punishment of crimes, specific enablement is not necessary.

Section 32: Creating a Board of Health and Vital Stock Statistics.

It is clearly within the police power of the State to enact reasonable laws designed to protect the health of its citizens and to create administrative offices to administrate Such laws will thus not be affected by deletion. such laws.

Section 34: Authorizing leases and sales to United

States Government for military purposes.

The only present actual effect is to specify that it shall be the governor rather than some other official who shall perform the ministerial act of actually executing a lease or sale to the United States for the above purpose. This does not enable anything more than is accomplished by Art. II. It imposes a purely ministerial duty upon the Governor which could more appropriately be imposed upon the Commissioner of the General Land Office or left to the discretion of the Legislature.

Section 35: Providing for protection of laborers on public buildings and public works.

This is not self-executing, slreedy falls under the general legislative power of the State, and moreover, is obsolete since the Legislature has already complied with it.

Section 36: Providing payment of the amounts found to be due to teachers for service rendered prior to July 1, 1873. This is clearly obsolete.

Section 38: Providing for the office of Commissioner of Insurance, Statistics and History.

This section is not necessary since enactment of such legislation can be done under the general police power.

Section  $l_12$ : Providing for establishment of an Inebriate Asylum, for the cure of drunkenness and reform of inebriates. This is not self-executing and is unnecessary, for establishment of such is a public purpose!.

Section M5: Providing for keeping historical records, rolls, correspondence and other documents.

This does not enable anything that otherwise would be prohibited or that would not otherwise be enabled under the general 'powers of Government' clause of Art. II.

Section 46: Providing for a militia. This section is not self-executing and does not provide anything that is not otherwise effectively provided for in Art II of the Texas Constitution and Art. I, Sect. 8, Clause 16, of the Federal Constitution.

Section 19: Concerning protection of personal property from forced sale.

This does not appear necessary in order to enable the Legislature to enact laws exempting personal property.

the custody and maintenance Providing Section 54:

of indigent lunatics.

Any doubt as to whether such care at State expense was permissible was already removed in Art. III, Sect. 48 with the phrase "support of. . . the Insane Asylum". Further, it is recognized today that such care is a permissible function for a "public purpose". Section 55: Providing pensions to soldiers and volunteers; signers of Declaration of Independence, and widows in indigent dircumstances.

Since all of the possible pensioners envisaged by this section are now dead, this section is obsolete.

Section 57: Providing for public lands for a State Capitol and public buildings.

The provisions of this section have now been fully executed.

Section 50: Providing for management and control of the

Prison System of Texas.

The history of the prison system has been erratic, and this may explain why this was added in 1912 and rewritten in 1927. But such powers have long been recognized as a governmental function, being an indispensable part of the administration of the criminal law and an incident of the State's police power.

Section 60: Providing for a Texas Centennial. This section is now obsolete.

Section 2: Submits this to a vote of the people in November, 1970.

## Summary of Committee Action:

HJR 3 was reported back to the House with the recommendation that it do pass as amended and be printed.

Committee Amendment No. 1: amends HJR 3 by removing deletion of Sec. 1, Art. XIV.

Amend H.J. R. #3 by striking "1," where it appears on line 28.

COMMITTEE AMENDMAN

APR 1 1969

DATE.

DEAD AND ADOPTED

Amade CHIEF CLERK

CHIEF CLERK

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Pitals 109

P. F. 7/0/69

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Horn AMEND H.J.R. 3 by Cory by inserting the figure "4," between the figures "3, and 7," on line 21 of the first official House printing so as to add Section 4 of Article XVI to the sections to be repealed.

APR 1 1969

DATE\_

Derocky Jalla

Amend H J R 3, First Printing Official House Printing, line 18 thereof, by striking all of line 18 and inserting in lieu thereof the following:

1, 3, 4,5,6,7,8 and 9 of Article X, Section 10 of Article XI, Sections"

APR 1 1969

Deretty Chief CLERK
HOUSE OF REPRESENTATIVES

4/16/69

4

Cary

AMEND H.J.R. 3 by Cory by deleting in Section 2 thereof the words "the first Tuesday after the first Monday in November 1970" and substituting in lieu thereof the following:

"August, 1969."

DATE APR 1 1969

READ AND ADOPTED

CHIEF CLERK

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P. # 4/16/69

an line 22 by adding after the word supealed the followine;

The followine;

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READ AND ADOPTED

HOUSE OF REPRESENTATIVES

P. A 116/69

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all of Rine 19 on the first Printing of the Resolution, and by substituting in Iren thereof the following:

3, 4, 5 and 7 of Article XII,
Sections 1, 2, 3, 4, 5, 6, and
4 of

Hali

DATE APR 1 1969

READ AND ADOPTED

Dorothy Hallman

P.A 4116/69

By allred

Amend HJR3, first printing line 21 by removing the number 49, designating Dection 49 of article 16 of the Constitution of Jexas.

\_\_ APR 1 1969

READ AND ADOPTED

CHIEF CLERK
HOWE F REPRESENTATIVES

PA 16/69



Cory

AMEND H.J.R. 3 by Cory by amending the caption to conform with the body of the bill.

APR 2 1969

READ AND ADOPTED

HOUS OF REPRESENTATIVES

P.A 116169

P. 4/2/61

H.J.R. No. 3

By: Cory

#### HOUSE JOINT RESOLUTION

proposing a constitutional amendment repealing Sections 42, 46, and 48 of Article III, Sections 3a and 7 of Article VII, Section 12 of Article VIII, Section 3 of Article IX, Sections 1, 3, 4, 5, 6, 7, 8, and 9 of Article X, Section 10 of Article XI, Sections 3, 4, 5, and 7 of Article XII, Sections 1, 2, 3, 4, 5, 6, and 7 of Article XIII, Sections 2, 3, 4, 5, 6, 7, and 8 of Article XIV, Sections 3, 4, 7, 13, 29, 32, 34, 35, 36, 38, 42, 45, 46, 54, 55, 57, 58, and 60 of Article XVI.

# BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF TEXAS:

Section 1. That Sections 42, 46, and 48 of Article III,
Sections 3a and 7 of Article VII, Section 12 of Article VIII,
Section 3 of Article IX, Sections 1, 3, 4, 5, 6, 7, 8, and 9 of
Article X, Section 10 of Article XI, Sections 3, 4, 5, and 7 of
Article XII, Sections 1, 2, 3, 4, 5, 6, and 7 of Article XIII,
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13, 29, 32, 34, 35, 36, 38, 42, 45, 46, 54, 55, 57, 58, and 60 of
Article XVI, Constitution of the State of Texas, be repealed, it
being specifically understood that the repeal of these sections
shall not in any way make any substantive changes in our present
constitution.

Sec. 2. The foregoing constitutional amendment shall be submitted to a vote of the qualified electors of this state at an election to be held on the first Tuesday after the first Monday

# H.J.R. No. 3

in August, 1969, at which election the ballots shall be printed to provide for voting for or against the proposition: The constitutional amendment to repeal the obsolete, superfluous and unnecessary sections of the Constitution.

	Austin, Texas		
	April 10	, 19 69	
Hon. Ben Barnes President of the Senate			
Sir:			
We, your Committee on CONSTITUT	CIONAL AMENDMENTS	,,	
to which was referred H.J.R.B. No	). 3 , have	had the same	
under consideration, and I am instr	ucted to report it	back to	
the Senate with the recommendation	that it do		
passar	nd be	printed.	
	Churten		
	Chairman		

A.J.R. No. 3

## HOUSE JOINT RESOLUTION

proposing a constitutional amendment repealing Sections 42, 46, and 48 of Article III, Sections 3a and 7 of Article VII, Section 12 of Article VIII, Section 3 of Article IX, Sections 1, 3, 4, 5, 6, 7. 8, and 9 of Article X, Sections 10 of Article XI, Sections 3, 4, 5, and 7 of Article XII, Sections 1, 2, 3, 4, 5, 6, and 7 of Article XIII, Sections 2, 3, 4, 5, 6, 7, and 8 of Article XIV, Sections 3, 4, 7, 13, 29, 32, 34, 35, 36, 38, 42, 45, 46, 54, 55, 57, 58, and 60 of Article XVI.

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Lieutenant	Governor
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Speaker of the House

I hereby certify that H.J.R. No. 3 was adopted by the House on April 2, 1969, by the following vote: Yeas 134, Nays 7.

Chief Clerk of the House

I hereby certify that M.J.R. No. 3 was passed by the Senate on April 16, 1969, by the following vote: Yeas 31, Nays 0.

Secretary of the Senate

APPROVED .

4-21.69

Date

FELED IN THE OFFICE OF THE ENCRETARY OF STATE 4: 30 Am Greeck

APR 21 1969

Secretary of State

Governor

H.J.R. No. 3

#### HOUSE JOINT RESOLUTION

proposing a constitutional amendment repealing Sections 42, 46, and 48 of Article III, Sections 3a and 7 of Article VII, Section 12 of Article VIII, Section 3 of Article IX, Sections 1, 2, 3, 4, 5, 6, 7, and 8 of Article X, Section 10 of Article XI, Sections 1, 2, 3, 4, 5, 6, and 7 of Article XII, Sections 1, 2, 3, 4, 5, 6, and 7 of Article XIII, Sections 1, 2, 3, 4, 5, 6, 7, and 8 of Article XIV, Sections 3, 7, 13, 29, 32, 34, 35, 36, 38, 42, 45, 46, 49, 54, 55, 57, 58, and 60 of Article XVI.

1969. 1st TIME

Chief Clerk, House of Representatives MAR 25 1969 REPORTED FAVORABLY AS AMENDED SENT TO PRINTER

APR 1 1968 READ SECOND	APR 2 1969 MOTION TO RECONSIDER THE VOTE
TIMEAND	WHICH HAND AND TO TABLE THE MOTION TO RECO
PR 1 1969 ENGROSSED	SIDER PREVAILED PAGES BY A MON-Record VOTE
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Chief Clerk, House of Representatives

APR 2 1969

SENT TO ENGROSSING CLERK

Chief Clerk, House of Representatives

PRINTED, DISTRIBUTED AND

(Time)

By: Cory

# HOUSE JOINT RESOLUTION

proposing	<u>g a constitutional amendment</u> repealing Sections 42, 46, and ticle III, Sections 3a and 7 of Article VII, Section 12 of			
Article 8, and 9 and 7 of Article 3 Sections	VIII, Section 3 of Article IX, Sections 1, 3, 4, 5, 6, 7, of Article X, Section 10 of Article XI, Sections 3, 4, 5, Article XII, Sections 1, 2, 3, 4, 5, 6, and 7 of XIII, Sections 2, 3, 4, 5, 6, 7, and 8 of Article XIV, 3, 4, 7, 13, 29, 32, 34, 35, 36, 38, 42, 45, 46, 54, 55, and 60 of Article XVI.			
1-29-69	Filed			
2- 3-69	Read first time and referred to Committee on Constitutional Amendments.			
<u>3-25-69</u>	Reported favorably as amended, sent to printer			
3-26-69	Printed, distributed and referred to Committee on Rules at 11:00 a.m			
4- 1-69	Postponed to 4-2-69 at 10:00 a.m			
4- 2-69	Read second time, amended, and ordered engrossed by the following vote: Yeas 134, Nays 7			
	Dorothy Hallman Chief Clerk, H. of R.			
4- 2-69	Sent to Engrossing Clerk			
4- 2-69	Engrossed			
	Engrossing Clerk A. of R.			

APR 8 1969 RETURNED FROM ENGROSSING CLERK SENT TO THE SENATE

APR 17 1969 RETURNED FROM SENATE SENT TO ENROLLING CLERK

APR 8 1969	Received from the House	
APR 9 1969	Read, referred to Committee on C	onstitutional Amendments
APR 1 0 1969	Reported favorably	<u> </u>
		Committee Substitute; Committee Substitute
	Ordered not printed	
APR 1 6 1969	Regular order of business suspended	by
		(unanimous consent.
	_ To permit consideration, reading and	d passage, Senate and Constitutional Rules
	suspended by vote ofyeas,	nays.
APR 1 6 196	Read second time	passed to third reading.
	_Caption ordered amended to confor	m to body of bill.
APR 1 6 1969	Senate and Constitutional 3-Day Ru	les suspended by vote of
	31 yeas, 0 nays to place	e bill on third reading and final passage.
100 1 0 100	<b>,</b>	(a viva voce vote.
APR 16 190	Read third time and passed by	(31 yeas, O nays.
THE ACTION		
THER ACTION:		
		Charles Schnabel
		Secretary of the Senate
	APR 1719	169 RETURNED FROM SENATE
		Veretty Hallman
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